

NOTICE AND AGENDA  
Apple Valley Utah  
Planning Commission

Public notice is given that the Planning Commission of the Town of Apple Valley, Washington County, Utah will hold a **Planning Commission Meeting on Wednesday, October 9<sup>th</sup>, 2019** at the **Apple Valley Town Hall**, 1777 N. Meadowlark Dr., Apple Valley, Utah, commencing at 6:00 PM. or shortly thereafter. In accordance with state statute, one or more members may be connected via speakerphone.

The Agenda for the meeting is as follows:

Call to Order/ Pledge of Allegiance/ Roll Call

Discussion Items:

A. General Plan Discussion

Adjournment

CERTIFICATE OF POSTING: I, Michelle Kinney, as duly appointed Recorder for the Town of Apple Valley, hereby certify that this notice was posted on the Utah Public Meeting Notice website <http://pmn.utah.gov>, and the Town Website [www.applevalleyut.gov](http://www.applevalleyut.gov) on the **3rd day of October, 2019**.

**Dated this 3rd day of October, 2019**

Michelle Kinney, Recorder  
Town of Apple Valley

THE PUBLIC IS INVITED TO PARTICIPATE IN ALL COMMUNITY EVENTS and MEETINGS

In compliance with the American with Disabilities Act, individuals needing special accommodations (Including auxiliary communicative aids and services) during this meeting should notify Michelle Kinney at 435-877-1190.

## **APPLE VALLEY GENERAL PLAN**

### **INTRODUCTION**

The town of Apple Valley became incorporated in December, 2004. In compliance with the requirements of the State of Utah, this General Plan represents the efforts of the Apple Valley Planning Commission and the Apple Valley Town Council to comply with the requirements of the Utah Code to prepare a General Plan. The purpose is to provide guidance for the future growth and development of the valley. Included in this planning effort was a community survey sent to all property owners in the town to gain input as to the things that are important to those that live here. This plan then, becomes the first comprehensive look at the new town of Apple Valley.

### **BASIS AND PURPOSE FOR PLANNING**

The authority for a General Plan comes from enabling legislation passed by the State of Utah and found in the Utah Code, Article 10, which outlines the methods to be followed, and charges the Town Planning Commission with the responsibility of developing a General Plan for the Town.

Many other public agencies are also involved in planning for areas for which they are responsible. These other agencies include the Bureau of Land Management and Utah Institutional and Trust Lands, both of whom control property within the town limits. In addition, Washington County unincorporated area surrounds the town boundary and the incorporated towns of Rockville and Hildale are located in close proximity to Apple Valley.

### **THE PURPOSE OF THE PLAN**

The purpose of the General Plan is to serve as a guide for orderly development of the town. It sets the pattern for growth and change. It expresses the goals as to what the area should look like in the future and it establishes policies or guidelines for achieving these goals. Under the enabling legislation of the State of Utah, the town has the choice of either adopting the plan as a non-binding guide to development, or the town may adopt the plan by ordinance. Should the plan be adopted by ordinance the plan must be amended prior to approving any development that might be contrary to the principles identified by the plan.

A general plan comes about because of the efforts of many people, and should be used as a guide to future development. When questions arise regarding the change of a zoning classification, the approval of a subdivision development, or the creation of public services or recreation facilities, along with other activities of the town, the General Plan provides a measuring device to determine the benefit of the proposal to the residents. Such planning, by conscientious officials, with the support of a concerned citizenry, will insure that Apple Valley remains a desirable community into the future.

### **THE GENERAL PLAN AND ACTION**

Effectuating the plan is the responsibility of both public and private groups. The plan alone does not cause things to happen, nor does it give precise recommendations for development of various projects. The plan provides a "road map" to follow. The implementation of the plan is brought about by the adoption of implementing ordinances which may include the Land Use Ordinance (Zoning Ordinance), the Subdivision Ordinance, a Capital Improvement Plan, a Road and

Circulation plan, or other plans and ordinances that may be adopted by the town.

### **THE LAND USE ORDINANCE** (Previously called the zoning ordinance)

The General plan is not a zoning plan. The General Plan map projects future development whereas the land use map reflects existing conditions. All future land use actions taken by the town should bear a relationship to the General Plan, or that the Plan should first have been amended. Periodically, the Plan should be studied and updated in order to keep it in harmony with current development trends.

Some of the recommendations of the Plan indicate development as it should occur over a long period of time. These recommendations should be recognized as not being feasible at this point in time. Some development proposed by the Plan may never take place. Therefore, it would not be wise for the land use map to immediately reflect, as nearly as possible, present day conditions and should be amended and changed as future development takes place, which over time, bring it into harmony with the General Plan Map. Land use changes may be initiated by an individual person relative to their own property, a group of people acting together relative to their property, by the planning commission as a body, or by the town council, acting as the legislative body of the town.

### **THE SUBDIVISION ORDINANCE**

The subdivision ordinance is the vehicle for bringing about the quality of development that is anticipated by the General Plan and the Land Use Ordinance. This ordinance should be revised and amended as necessary to provide proper guidance to development in all parts of the town. Utah law places the responsibility of guiding subdivision development upon local officials. Developers need to know beforehand the things that will be required of them when they develop land in the town. Requirements must be consistent with all developers and the subdivision ordinance is the vehicle for providing this consistency. The ordinance may be amended from time to time upon recommendation of the planning commission to the town board upon recommendation of the planning commission to the town board as development of technology and conditions change.

The town does not participate nor enforce home owners associations (HOA)/, codes, covenants and restrictions (CC and R's). Developments may, however, establish a home owner's association; the rules of which cannot be less than established town ordinances. The HOA/CC and R's rules can be "stricter" than town ordinances.

### **CITY IMPROVEMENTS**

A plan for future improvements is another form of planning implementation. Needed public improvements may be identified in the General Plan. This ordinance should be revised and amended as necessary to provide property guidance to development in all parts of the town. The town cannot afford to construct every improvement that is needed, or that residents would like to see developed, all at the same time. This Plan recommends many changes that cannot be financed at once. Some things will need to be implemented soon, others may be put off for several years, or until sufficient funds can be budgeted. The town has moved forward with improvements in the past ten years to include recreation facilities, water infrastructure and service district, fire department, and building renovations.

### **IMPACT FEES**

Impact fees to offset the cost of adding infrastructure to the town should, for the most part, be borne by those requiring the additional service. A system of impact fees for needed services should be implemented as necessary to assist in expanding these services.

## **COMMUNITY INVOLVEMENT**

Involved citizens are usually much more interested and concerned with upholding good planning principles than are citizens who rarely, if ever, make their thoughts and ideas known to the public officials who represent them. The town should make sure that agendas for public meetings are properly advertised, and before making decisions that affect the future of the citizens, it is well to hold public meetings, at which time ideas can be discussed openly before decisions are made.

Many meetings are lightly attended by residents unless they individually have something on the agenda. As citizens get involved in town government by volunteering their time for various communities, boards, or regular meetings, they will begin to understand how the town functions and why decisions were made as they were. Citizens should feel free to offer their talents, services, and ideas for the overall good of the Town.

## **UNDERSTANDING THE PLAN**

The General Plan identifies various land use categories and considers the use and location of each of these classifications. Many of these types of land use are considered in terms of Goals and Policies that are adopted as a part of the Plan. Goals and Policies are described as follows:

**A GOAL** represents an objective relative to some aspect of development that the town has determined to achieve.

**A POLICY** is an action, or series of actions, that will allow, or help, the town to achieve the desired goal.

As a part of the General Plan it is necessary to determine what the town would like to achieve whether it is economic development or maintenance of open space, or something else. Secondary to identifying these goals, is the determination of how to achieve the desired goal. A policy may be something the town needs to do; it may require the cooperation of some outside entity with the town; it may require action on the part of individuals, property owners, or others who can assist in bringing about the desired objective. The development of goals and policies constitutes an important plan, and an area that must be reviewed on a regular basis to determine whether or not these things are being met.

## **ELEMENTS OF THE PLAN**

The town of Apple Valley is a beautiful area with many unique characteristics. There are many qualities about the area that set it apart from other areas of the County. Therefore, as the town continues to grow and develop, it is necessary that the things that make Apple Valley what it is, are preserved. There may be some limitations on the future of the town such as a limited amount of culinary water, ability to improve and maintain roads, stated desires as to how a specific property owner would like to see their property developed. The elements that make up a community include a variety of land use categories including residential development of various types and densities, commercial development, industrial development, public facilities, roadways, parks, schools, etc.

It is the intent of the plan to guide development in a manner that will maintain and protect the values that have caused people to come to this area. The goals and policies of the Town to accomplish this purpose are identified in the various elements of the plan.

## **BACKGROUND AND HISTORY**

When the early pioneer settlers came to Washington County under the direction of their religious leader, Brigham Young, in the 1850's, they found a harsh, dry desert country to try to settle. Some Indians roamed the area, notably the Paiutes, who had been here for many generations prior to the arrival of the pioneer settlers. The area was hot, dry, and a harsh environment in which to live. Settlements were generally found along streams or springs where water was more readily available. Very little settlement took place in the drier, arid locations of the region.

As agreements were forged with the Indians, it became practical for the settlers to branch out into livestock raising, and to graze livestock in areas that were not suitable for farming. The Pipe Springs Ranch, developed by the James Whitmore family, was one of the earliest efforts at livestock raising on a large scale. In 1871 a Navajo Chief promised no more raids on the people of the county after which the livestock industry spread out in all directions. The Maxwell and Canaan Livestock Company utilized the land known as the "Big Plains" area for livestock raising, and were among the earliest settlers to use that area of the county.

Between 1888 and 1901, David Flanigan built a cable system for the purpose of bringing timber from the upper Canaan Mesa to the lower valley. In 1930, Zion National Park undertook to build a tunnel through the Park to connect the Zion Canyon area with Kane County and Highway 89 east of the park. This action in turn, brought more tourists to the area. To accommodate increased tourism the Park Service constructed a bridge across the Virgin River at Rockville, which brought tourist traffic to the Big Plains area of the County.

Dry farming, that is farming in areas without water and depending upon nature to provide enough water for crops, came into being in the early 1900's. In 1912 the Big Plains area was opened up to homesteading and was taken up mostly by residents of Rockville and Springdale. Crops grown on the land consisted primarily of wheat which was harvested every other year with the land being left fallow or unplanted, on alternate years. Dry farming reached its peak after World War II and Emil J. Graf purchased most of the big plains. He employed as many as fifty men in his farming operations.

The earliest settlers moved into the Big Plains area came during the late 1930's through the 1950's. In 1962 the town of Hildale was incorporated on the Utah side of the Utah - Arizona border. Some scattered ranch dwellings also took place during that time. In 1985 Ted Gubler undertook to develop a water system and an accompanying-subdivision development on the Little Plains bench, calling the area Apple Valley, and giving apple names to the streets. The first phase of the development was on the south side of State Highway 59, with later phases being developed north of the Highway. His first subdivision plat was recorded in May of 1986. Later subdivision developments took place elsewhere in the Big Plains area, including the Canaan Mountain Estates subdivision recorded in December of 1995 by Merlin Webb, and a more recent subdivision called the South Zion Estates developed by Jerry Eves, the first phase of which was recorded in November 2002. Additional homes have developed on other properties throughout the area as the Big Plains continues to be a desirable place to live. As a part of his subdivision development, Merlin Webb opened a small store adjacent to his subdivision, and more recently a service station and store has opened at the entrance to the Apple Valley Ranch subdivision. In the summer of 2004, the residents of the Apple Valley area petitioned Washington County for incorporation of the valley into a town. The name selected by the residents was Apple Valley. This effort culminated in the incorporation of the town on the 14<sup>th</sup> Day of October, 2004.

In 1998, Washington County created the Southeastern SSD. This new Fire District filled the need of fire protection for the growing area. This was an existing group of volunteer Firefighters that housed their equipment in a large metal shed on Rome Way. They started with about 10 Firefighters, an old Fire

Engine, a Brush Truck and Brush Gear. Turnout gear was acquired later. In 2005 Washington County Commissioners dissolved the Southeastern SSD Fire District and turned the responsibility of financing the Fire Department over to the Town of Apple Valley.

In 2011 the Town of Apple Valley created the Big Plains Water & Sewer Special Service District (SSD).

In 2013 the Town's Park was created and playground equipment was installed along with sod and trees. The park was expanded in 2014 with the addition of more sod, more trees and a 40ft x 60ft Park pavilion.

In 2015 Big Plains Water & Sewer SSD replaced the entire water distribution system serving the Apple Valley Ranch & Gooseberry subdivisions.

## **GEOLOGY, GEOGRAPHY AND TOPOGRAPHY**

Washington County, in general, sits at the north-easterly edge of the Mojave Desert and at the foot of the Colorado Plateau. Therefore the geology of the area contains formations from many types of land and land forms. The Canaan Mountain at the easterly end of the valley is a part of the Colorado Plateau, while the big plain area itself is in a transitional zone between the Colorado Plateau to the east and the Mojave Desert extending westward from the Hurricane area. Climate-wise, residents of the Town find that their summers are several degrees cooler than temperatures in the lower valleys of Washington County. Conversely, they are also several degrees cooler in the winter months while still maintaining a very pleasant winter climate, the town is subject to small amounts of snowfall from time to time.

Apple Valley is served by a State Highway, Highway 59, running between Interstate 15 at Hurricane and Fredonia, along State Highway 89. This has become a major highway carrying traffic from northern Arizona, and states eastward to the freeway at Interstate 15, and then on to either Salt Lake City, or to Los Angeles. It will likely become more and more heavily traveled as the years go by. Zion National Park lies to the north-east of Apple Valley and many of the over 2,000,000 annual visitors to the Park travel the roadway connecting S. R. 59 with S.R. 9 at Rockville. The Rockville - Apple Valley road connecting with S.R. 59 intersects within the town boundaries. Apple Valley contains a total of over 33 sections of land, or a little over 21,120 acres. Of this total, 8980 acres are federal land under the jurisdiction of the Bureau of Land Management. A portion of the BLM land, approximately 800 acres, is presently included in the Washington County BLM wilderness study area and is proposed for wilderness designation. The actual study area, as identified by the BLM may be slightly larger than the county proposal, but the two plans are very close in terms of the total amount of land proposed for wilderness. An additional 460 acres of land belongs to the State of Utah Institutional Trust Lands. This leaves approximately 11,680 acres of privately owned land within the town borders.

Of the 11,680 acres of privately held land, there are approximately 400 acres that exist within presently platted and recorded subdivisions. These subdivisions include Apple Valley, Canaan Mountain Ranch, and South Zion Estates. The balance of the land is primarily used for livestock grazing or fanning. Approximately five acres are presently used for commercial development, and another eighty acres is presently designated as industrial land.

## **POPULATION**

At the mid-census period, it becomes somewhat difficult to project such things as current and, or, future population. The Governor's office of Management and Budget, has prepared a long range population projection for all of the cities and towns in Washington County. These projections are shown below in Table 1.

Table 1

Apple Valley Population Projections  
(Governor’s Office of Management and Budget)

2010	701
2020	999
2030	1,424
2040	1,887
2050	2,399
2060	2,953

Calculations from the Governor's office of Planning and Budget have historically been low when compared to actual growth in Washington County, until we entered a recession beginning in 2007. These figures may be benchmarked again at the 2020 census, and depending upon the growth patterns established by this General Plan, guidance may be given to the location, lot sizes, and density of future development in the valley.

**CURRENT LAND USE ANALYSIS**

There is a lot of room for growth in Apple Valley. The entire town covers some 33 to 34 sections of land, or approximately 21,600 acres. A breakdown of land by use is contained in the following table:

Table 2.  
Apple Valley Land Use Summary

Residential Land	810 acres	3.75% of total land area
Commercial Land	30 acres	.14% of total land area
Industrial Land	60 acres	.28% of total land area
Agricultural Land	350 acres	1.62% of total land area
School property	70 acres	.32% of total land area
Roads	198 acres	.92% of total land area
Open Space Land	10,432 acres	48.30% of total land area
State Land (Vacant)	455 acres	2.11% of total land area
BLM Land (Vacant)	9,195 acres	42.57% of total land area
<b>Total Land Area</b>	<b>21,600 acres</b>	<b>100.00% of total land area</b>

Residential land is made up of both platted and recorded subdivision lots and large lots that have been sold off over the years by a metes & bounds sale without having been subdivided. Commercial development is currently limited to just two sites within the town and industrial development is limited to just one site within the town.

The agricultural land shown in the table is irrigated agricultural land. There may be additional farm land that is farmed by "dry-fanning" methods, but it not accounted for in the land use summary. Existing roads account for less than one percent of the total land area.

State Trust Land is found in a small amount within the town. It can be assumed that this land will become private land at some future time as the demand for development makes it practical for the State to disposal of the land. Much of the land under the direction of the Bureau of Land Management is located in wilderness study areas, much of which will likely receive a wilderness designation by Congress in the near future. Some BLM land is outside of the wilderness study areas. This land will also be disposed of for development at some future date. Some of the BLM land that may have recreational potential of one kind or another could be acquired by the town through the Recreation and Public Purpose clause in federal law. This land could be developed into various types of recreational land under the direction of the town. When such development is completed, the town may acquire the title to the land from the BLM. After acquisition, the land may only be used for the purpose for which it was acquired without further approval from the BLM.

The largest single category of land in the town is in the open space category. This land is privately owned and much of it is likely used for livestock grazing purposes inasmuch as livestock grazing was the reason for which most of the land in the town was originally acquired. This open space land is the area where the town should give the most careful direction in order to have the town grow and progress in such a manner as the residents would like to see it develop.

## **THE ENVIRONMENT**

The open space in Apple Valley accounts for almost 50% of the total land area in the town. This category of land includes such land uses as designated wilderness area, washes and streams, as well as the large, mostly undeveloped areas of the town lying through the valley area.

The areas proposed for wilderness designation are located on Bureau of Land Management land. It is the responsibility of the United States Congress to officially designate land for wilderness throughout the United States. Such a bill is now being prepared to submit to congress for approval which could result in land along the eastern edge of the town, including the Smithsonian Butte, as wilderness in the very near future. When so designated, this limits the use of any motorized vehicle in a wilderness area. Other uses such as hiking, walking, horseback riding, and livestock grazing may still be permitted.

There are a number of washes and stream beds throughout the town. It will be necessary to identify these areas so that as development takes place, it can be guided away from areas that may have flood potential. Gould's wash is probably the most prominent of these washes and drainage areas, but long range planning should provide for the protection of washes even though they are most often dry because in time of heavy rain, they can carry a large amount of water. The town should do all that it can to avoid approving developments in areas where flooding is a possibility such that it could result in loss of live or property.

Most of the other privately owned undeveloped properties have potential for some type of more intensified development over a long period of time. The property owner will be the best person to determine when requests for development will take place, and what type of development it might be. It is important for the town to make sure than when requests for such change come that provision is made to all the change to take place and that the needs of future residents in terms of water, waste disposal, access, and other elements needed to change undeveloped land to

development are provided as a condition of re-classification of the land use category.

## **OTHER USES OF LAND**

Other categories of land use in the town in addition to open space include such uses as agricultural development, residential development, commercial development, industrial development a circulation plan for streets and highways, Each of these land use categories will be discussed individually in the plan and the goals for the future of each use will be identified along with policy decisions as to how best to achieve the goals that are stated.

## **OPEN SPACE**

Open space is intended primarily for those areas of the town where it is desirable and necessary to provide permanent open spaces when such are necessary to safeguard the public health, safety, and general welfare. Reserved open space shall provide for the preservation of: the Smithsonian Butte, Gooseberry Mesa, Canaan Gap, natural vegetation, wildlife habitat, scenic values, and the location of recreational areas for the general public, and shall secure access to such areas for recreational purposes within the town. Open space areas of the town may include such things as Public Land, drainage channels and washes, unstable soils, reservoirs, livestock grazing lands, steep slopes, a lack of irrigation water, or a lack of culinary water. Land classified in open space should remain in this classification until any of the above conditions have been altered. At that time, the most appropriate land use classification should be determined. Following are goal and policies relative to the open space classification and use of land in the town of Apple Valley.

**GOAL:** Identify the open space land in the valley and determine whether it should be preserved for future development or retained in a permanent open space classification.

### **POLICIES:**

- Maintain an open space designation along all of the streams and washes running through the town. Identify the 100 year flood plain along these streams and washes. In order to protect the health, safety, and welfare of the residents, do not issue building permits, or approve subdivisions in these areas.
- Encourage public agencies to maintain their lands in an open space category, and identify public lands in the town that could be considered for transfer to town or private ownership. Do not exchange public lands in the town for private lands elsewhere in the County.
- Establish land use classifications that will preserve the public lands and access to them, and will also preserve other types of land uses identified herein as open space areas.
- Encourage uses in open space areas that will allow them to remain as open space. This might include livestock grazing, recreation uses, water courses, reservoirs, and other similar uses.
- Consider the possibility of riding or hiking trails along streams or washes that

need to be maintained as open space.

## **AGRICULTURAL DEVELOPMENT**

Agricultural areas are established to provide areas in which agricultural or agricultural business pursuits can be encouraged and supported within the town. This area is designed and intended to preserve existing large parcels of land currently in agricultural or agricultural business use intermixed with low density residential uses to protect an important part of the village atmosphere of the town.

**GOAL:** Identify agricultural areas within the town and provide protection from development in the areas identified. To maintain the quality of life that is realized from having agricultural land around the town.

### **POLICIES:**

- Encourage green belt classification of all agricultural land.
- Encourage the establishment of agricultural protection areas for all areas presently devoted to agricultural uses.
- Encourage the continued use of pressurized sprinkling systems in agricultural areas to conserve water.
- Educate new residents as to the importance of agriculture to the town and solicit their support for the agricultural use of land in order to avoid citizen complaints about agricultural uses of land as other types of land uses move into the town.
- Encourage the Bureau of Land Management to not exchange land in the town for private land located elsewhere in the County.

## **RESIDENTIAL DEVELOPMENT**

The residential area is established to provide areas in the town where residential uses may be harmoniously integrated with incidental agricultural pursuits. The area is intended to allow the keeping of farm animals and fowl in conjunction with single-family dwelling units to an extent consistent with town ordinances. It is also intended to retain land in parcels large enough to provide efficient and attractive residential development which preserves the historic and open agricultural and farm-type impression of the area. The town and its views of Zion National Park, Smithsonian Butte, and Canaan Gap have a national and international reputation for their natural beauty. The town relies on that scenic beauty to attract residents, travelers and tourists. Because of the unique topography, the area that comprises the town is an integral part of that scenic beauty and therefore must be protected.

**GOAL:** To provide for open space and low density, low profile, single-family dwellings which protect the indigenous characteristics and views of the area, and to make provisions for erosion, and other potential geologic hazards.

### **POLICIES:**

- Maintain high standards of development for new residential development in the

town concerning the size of homes, and encourage the landscaping of Yard areas around homes. Use natural landscaping where practical.

- Encourage homeowners to use earth tones" on exterior and roof treatments when constructing new homes in order to create a community that harmonizes without calling undue attention to particular dwellings because of bright color tones.
- Continue to use the same standards for modular or manufactured homes as for other types of residential construction.
- The land use ordinance should be used to determine housing densities in different areas of the town. The overall density recommendations of the ground water protection study should be followed.
- Care must be given in residential areas to follow the transportation plan of the town to make sure that vehicular traffic can circulate easily throughout the residential areas of the town.
- Allow the transfer of densities within the overall density requirement, thus providing portions of land being allowed to remain in agricultural or open spaces uses.
- Establish minimum lot sizes for cluster housing, or for transfer<sup>d</sup> densities that will protect the health, safety, and welfare of the residents from sanitation problems, but which will maximize the amount of open space and preser<sup>v</sup>ed agricultural land.
- Encourage residents to take pride in their property by keeping it clean, attractive and free from uses detrimental to quality, well-kept areas.

## **COMMERCIAL DEVELOPMENT**

Commercial development in Apple Valley should be developed to serve the needs of the residents and to provide for the needs of the traveling public on the state highway.

**GOAL:** To provide for sufficient commercial development, to provide for the commercial needs of the valley residents, and to adequately serve the traveling public.

### **POLICIES:**

- Limit highway commercial development to locations where major intersections are located in connection with the state highway.
- Do not allow strip commercial development along the state highway or the system of collector roads.
- Do not allow commercial development immediately adjacent to existing residential areas.

Identify commercial areas sufficient to serve residents' convenience needs.

## **INDUSTRIAL DEVELOPMENT**

Presently there is very little development in Apple Valley of an industrial nature. While industrial development is beneficial to the tax base, Apple Valley should be careful in the types and locations of any industrial development to ensure there is compatibility with the rest of the town.

**GOAL:** Identify areas where compatible industrial development might take place for the benefit of the residents of Apple Valley.

### **POLICIES:**

- Any requests for industrial development should be measured on their ability to fit into the character of the valley. Their ability to provide good jobs for town residents, and the benefit that they bring to the quality of life for residents.
- No industrial development should be considered that would not be in harmony with the clean air character of the town and surrounding areas
- The visual quality of any proposed industrial development should be high on the list of considerations for any requested industrial activity.

## **PUBLIC SERVICES ELEMENT**

Currently, public facilities in Apple Valley include the town hall/fire station, the Volunteer Park, the cemetery, as well as the town's network of streets/roads.. There are two overhead power transmission lines running through Apple Valley, telephone lines, fiber optic lines, a natural gas line, and two cellular telephone towers. Some public services presently available in Apple Valley are privately owned and operated. Goals and policies relative to these services are as follows:

**WATER:** The majority of the water systems in Apple Valley are owned by the Big Plains Water and Sewer Special Service District. There are several sources of culinary water presently available in different parts of the town.

**GOAL:** Make certain that there is sufficient culinary water available at all times to serve the needs of the town for culinary use and for fire protection.

### **POLICIES:**

- Monitor the existing water systems with operators on a regular basis to ensure that there is adequate water at all times.
- Make sure that there are adequate fire hydrants throughout the town to provide for fire protection. Coordinate firefighting needs with the fire department.
- Work with water systems to continually upgrade their systems to make sure that there is adequate water and water pressure at all times.

- Work toward a unified water system in the town with professional management and operation, whether it is a town owned system, or whether it remains privately owned.
- Make sure that development densities do not endanger ground water supplies, and be prepared to initiate plans for construction of waste treatment facilities in the town as may be necessary.

**POWER:** The town of Apple Valley is presently provided with electrical power from Pacific Corp. This system will likely continue for the foreseeable future.

**GOAL:** Provide sufficient electrical power in Apple Valley to provide for the present and future needs of the residents.

**POLICIES:**

- Monitor the electrical needs of the town and communicate the need for power regularly with the power company.
- Keep the power company aware of all new and proposed development to allow them sufficient lead time to provide for the electrical needs of all new development that takes place.

**STREETS/ROADS:** Upon incorporation, the town of Apple Valley assumed the responsibility for the maintenance of all existing subdivision roads in the town. The roads in Apple Valley fall into three general classes. These are major arterials, collector streets and local streets.

- Major Arterials -are designated and constructed for the purpose of moving traffic through the town. The width of such roadways varies, but should be designed to carry at least 4 lanes of traffic with turning lanes. The standard width is eighty feet or wider, as necessary. In Apple Valley, State Highway 59 and the Rockville road are classed as major arterials.
- Collector Streets - Provide the primary means of allowing traffic circulation within the town. Some of these streets are designated because of width, the direction in which they carry traffic, and the use made of them by local residents. Often however, the difference between a collector and a local street is the manner in which traffic signals or traffic control signs are used. Widths for such streets will vary. The desired minimum width for a collector street is sixty feet to sixty-six feet. They provide a dual purpose of carrying traffic through the town, and also providing access to neighborhood residential homes.
- Local Streets -are comprised of all other streets in the town that are not arterial or collector. These streets comprise the balance of streets in the town that front most of the homes and which provide access to each lot for driveway purposes. Traffic is generally lighter on local streets which is desirable because of their residential nature. Currently, fifty feet is the required width of local streets.

**GOAL:** Continue to upgrade and improve all of the presently dedicated roads in the town and to require dedication and improvement of all roads in new developments.

**POLICIES:**

- Continue to upgrade and improve existing subdivision roads. Create special improvement districts where such things as paving or curb and gutter are requested by residents.
- Establish standards for all new development that will establish a high standard of road improvement and which will minimize future maintenance costs to the town.
- Require that all roads in subdivisions be dedicated and improved to the town standard.
- Require that portions of collector roads be dedicated and improved wherever they abut subdivision development.
- Make sure that all newly created roads are added to the UDOT class ‘C’ road system to ensure that the town receives maintenance funding for existing roads.
- Adopt the general plan of roads in Apple Valley as part of the adoption of the General Plan. Update this plan as necessary as growth and development takes place.
- Continue to maintain the existing dedicated roads in the best possible condition within the budget established by the town for road maintenance.

**FIRE PROTECTION:** The town is presently served by a Washington County Special Service District. Since incorporation, the role of the County and that of the town need to be reviewed and the best system of providing service to the town should be established.

**GOAL:** To Establish the Apple Valley Fire Department under the direction of the town of Apple Valley, and to continue to provide fire protection for the residents thereof.

**POLICIES:**

- Work out an agreement with Washington County to transfer control of the special service district from Washington County to Apple Valley town.
- Develop an agreement with the County relative to the town providing fire protection service outside the town limits to areas previously served by the special service district.
- Continue to support the efforts of the fire department relative to training and recruitment in order to continue to maintain a strong, well trained and well organized department.

**PARKS & RECREATION:** In addition to our town park, we are surrounded by public land under the jurisdiction of the Bureau of Land Management, which provides many

outdoor recreation experiences to residents.

**GOAL:** To provide for the development of proper community recreation facilities for the town of Apple Valley.

**POLICIES:**

- Identify and determine the types of community recreation facilities that residents feel would be desirable to have in the town whether it is site specific recreation, paths, trails, or whatever might be desired by the residents of the town.
- Prioritize the identified desires of the residents to what type of recreation facilities to develop and to create a development schedule.
- Identify sources of funding to assist in developing recreation facilities for the residents of the town.
- Determine that the budget of the town is sufficient to not only develop, but also to maintain any recreation facilities that might be developed.
- Review BLM lands that lie within the town limits to determine possible sites that could be obtained for recreational development under the recreation and public purpose act of the BLM at little cost to the town,

**SOLID WASTE:** As an incorporated town, Apple Valley becomes a member of the Washington County solid waste board along with each of the other incorporated cities and towns in the county and the county itself.

**GOAL:** To make sure that the town of Apple Valley receives the best possible solid waste collection that is possible.

**POLICIES:**

- To participate fully with the solid waste board in determining policy and program for all of Washington County.
- To give a voice to the board of specific or peculiar problems that might exist in Apple Valley from time to time that may not be common the balance of the county area.
- To be able to answer questions of residents of the town relative to the policies of the solid waste board as they relate to Apple Valley.

**PUBLIC SAFETY:** Police protection is currently provided by the Washington County Sheriff's office along with the Utah Highway Patrol along State Highway 59. Until such time as the town determines to create its own police department, the Sheriff's office is responsible for law enforcement in Apple Valley.

**GOAL:** To have sufficient law enforcement presence in the town of Apple Valley to provide

for the safety of the residents of the town.

**POLICIES:**

- Coordinate with the Washington County Sheriff to determine the present level of service being provided to Apple Valley.
- As finances allow, contract with the Sheriff's office for additional service to meet the desired level of law enforcement that the town feels is necessary for adequate law enforcement.
- As a long range effort, look toward the day when it may be feasible to have a police department in Apple Valley.

**POSTAL SERVICE:** Presently the nearest post office is in Hurricane Utah. The residents of Apple Valley are served by post office box through the Hurricane post office.

**GOAL:** To continue to maintain quality postal service to the town and to eventually have a post office located in Apple Valley.

**POLICIES:**

- Continue to work with the post office to maintain a high level of service to residents of Apple Valley.
- To work with developers to locate post office boxes conveniently located to the residential areas that they serve.
- To do whatever is needed to eventually have a post office located in the town of Apple Valley.

**TELEPHONE SERVICE:** Telephone service is available through the South Central telephone system. Presently it is necessary to call long distance to reach most areas of southern Washington County of which Apple Valley is closely associated.

**GOAL:** To be able to have local telephone service to other communities in southern Washington County available to the residents of Apple Valley.

**POLICIES:**

- Work with the telephone company to determine what would be needed to include Apple Valley in the same calling zone as most other communities in southern Washington County.
- To take what steps might be necessary to bring about closer telephone service.
- To continue to attract cellular companies to locate cellular towers in the vicinity of the town to allow cellular telephone users to be able to use their phones while in Apple Valley.

## ***SUMMARY AND CONCLUSIONS***

Apple Valley is a newly-incorporated town. The current population is still small, but the potential for future growth, based upon the large acreage of vacant land in the town, is great. The Town of Apple Valley now has the opportunity to guide the development of the town to make it the kind of town that residents living there, and those desiring to move there, can enjoy, appreciate, and come to relate to in a closely knit relationship.

It will take effort, not only on the part of town leaders, but on the part of every resident, to be willing to work together for the common good. This means working with property owners to determine the type and style of development that they would like to see take place on their property. It will require working together to develop a high quality of development that will remain as high quality development long after the development is completed and the developer is no longer part of the town.

Part of the mission of the town will not only be to guide the creation of quality development, but to also protect the many desirable characteristics that have brought people to the area in the first place. These qualities include the rural life style of larger lots in many areas that allow for reasonable livestock maintenance, the beautiful views of Zion Park, Smithsonian Butte, the Canaan mountain area, little creek mountain, and Gooseberry mountain. These are all very important scenic areas, the value of which draws residents as well as tourists to the area.

There is no question but what the town of Apple Valley will continue to grow and develop. It will take work and cooperation to develop the necessary infrastructure to support that development in the area of traffic circulation and the provision of necessary public utilities. The decision as to whether to grow or not to grow is not a decision for the town to make. It will either grow with the direction of the town leaders and residents, or it will grow without them, leaving residents to wonder what happened. The opportunity and challenge now before the town is how to guide the growth and development that will surely take place, to ensure that Apple Valley becomes a city of which everyone therein can proudly be a part of.

## APPLE VALLEY COMMUNITY SURVEY SUMMARY

- During the month of March, a Community Survey was prepared for the purpose of obtaining information from the residents of the Town on a number of different topics. These survey forms were carried to each residence in the Valley and collected up again. There are currently just over 200 dwellings in the Town. Most of the survey forms completed and turned in were from those owning homes in the valley with a very few represented by non-resident land owners.
- There were sixty-six (66) forms returned for a percentage of about 32% of the residents and land owners responding. While that is not a particularly large number of respondents, a review of these 66 responses begins to clarify the thoughts and feelings of the residents, inasmuch as many of the 66 collected represented many of the same thoughts, ideas, and concerns relative to future development of Apple Valley. Following is a copy of the questionnaire that was submitted to the residents of Apple Valley. This is followed by a narrative summary of the results of the survey.

1. **Residency Status:** Many of the residents of Apple Valley have lived there for many years. A few have lived there less than one year, but the residents of Apple Valley appear to be generally well seasoned residents. The number of years of residency based upon the survey forms returned would indicate an average residency of approximately 7.1 years.

**Population:** The population of the Valley is also reflected in this survey form. There appears to be a substantial number of 12 member families, indicating that the area is attractive to retired persons. On the other hand, there are many families with children. The size of family tends to be larger than the average family size projected by the State. However by dividing the number of children into the number of homes, the family size averages out to be about 3.09 persons per family. The survey size is large enough that it probably reflects closely the balance of the population that did not complete the survey, indicating that the population of the Town is very close to the 600 residents projected in the Incorporation study conducted in 2004.

**Salary Range:** The purpose in requesting salary range information in the survey was for the purpose of determining whether or not the town would qualify as a low and moderate income community for the purpose of applying for Community Development Block Grants over the next few years to assist in building infrastructure and desired facilities within the town. The information gathered would indicate that this classification might be possible. However, the numbers accurately returned would not be sufficient to meet this requirement of the CDBG program. Inasmuch as future CDBG funds are unknown, this may well have been a moot question to begin with.

**Lot Sizes:** Most of the residents indicate that they live on lots of 1 to 2 acres in size with a few indicating that they reside on larger parcels. Not too many acres are indicated as being farmed, and a sizeable amount of land was indicated as grazing land. The actual acreage of these land use categories if discussed further in the section dealing with a summary of land use categories.

2. This question deals with **characteristics that residents value most in deciding to live in the Town of Apple Valley**. The results of the survey indicate qualities of life that the Town should try to preserve in preparing future land use determinations for the Town. The number of residents responding to each of the elements listed in the survey are shown as follows in Table 3.

Table 3.  
Reasons for Choosing to Live in Apple Valley

Born or raised in the area - family roots	10
Close to family or fiends	24
Close to the mountains and the National Park	40
Like the open space	53
The opportunity to have animals - horses, etc.	38
Quiet community	50
Recreational opportunities	24
Safe environment	30
Small town atmosphere	43

In addition to the responses shown above, many residents listed other considerations that add to the quality of life in Apple Valley. These items were often listed by a number of different residents and are listed below:

- Less regulation that in most cities or towns
- The dark night sky - being able to see the stars
- Privacy
- Able to serve neighbors
- Views
- Season climate
- Low County fees
- Being next to the BLM land
- Affordable housing
- Clean air
- Large lots

All of these characteristics lend to the reasons for people wanting to live in Apple Valley and constitute values for which efforts by the Town should be made to preserve insofar as possible as the Town continues to grow and develop.

3. **Rural Character:** The opinions of the respondents were almost unanimous (64 - 2) in their desire to preserve the rural character of Apple Valley. The only votes against maintaining the rural area were related to keeping property clean and avoiding the collection of trash and junk on rural lots.

4. **Farmland Preservation:** Again, the desire to see the agriculture in the valley

maintained was voiced by all but one or two individuals (58 - 2) responding to the survey. The final decision however, relating to whether or not farm land remains in a farming status really depends upon the property owner who does the farming. If the farmer determines that it is no longer in their interest to continue fanning, it is difficult to require that farming continues.

5. **Walking / Bicycle Trails:** Relative to developing hiking / bicycle trails through the community, there was a somewhat mixed result with 39 opinions in favor to 23 against. Some respondents felt that the trails should also include horses and 2 or 4-wheelers. Others felt that this was not something that the town should get involved in with all of the open space all around the town, and others indicated that perhaps now was not the time for this type of development, but that it could be considered at a later date after the town was better established.
  
6. **Traffic Concerns:** This element of the survey deals with perceived problems with the - traffic and the traffic circulation system within the town. Table 4. summarizes the opinions of the residents relative to traffic problems and identifies areas where the town will need to resolve various problems over a period of time. An item of most concern is rated with a 1, and an item of least concern is rated with a 5.

Table 4.  
**Traffic and Street Management**

Off Highway Vehicles on streets and roads	1 = 11, 2 = 7, 3 = 9, 4 = 5, 5 = 9
Speeding Vehicles	1 = 37, 2 = 8, 3 = 12, 4 = 2, 5 = 6
Road and Street Condition	1 = 41, 2 = 10, 3 = 10, 4 = 2, 5 = 3
Unlawful / unsafe behavior by OHV riders	1 = 30, 2 = 13, 3 = 9, 4 = 4, 5 = 4
Dedication of presently undedicated streets	1 = 9, 2 = 2, 3 = 11, 4 = 6, 5 = 11

It may be noted that one resident suggested leaving roads in poor condition inasmuch as it will assist in causing motorists to slow down. As can be seen from the chart, speeding is a major concern to many people. The condition of the roads and streets is probably the single largest concern indicated based upon the 1st and 2nd rankings shown. A third concern is the unlawful use of OHV riders. The results of the survey would indicate that OI IV riding was not as much of a problem by itself as that of not complying with licensing laws and allowing under-age riders to ride through the area at high speeds. It would appear that "responsible" riding of off highway vehicles may not raise as much concern as was shown by the survey results in the 1<sup>st</sup> column.

Some additional comments submitted by residents relating to this issue are as follows:

Legal and farming should be okay. They must meet laws for 4-wheel vehicles and bikes. The speed limits on the streets are set too high. Dogs running loose cause problems. There are too many junk cars. Many lots have trash on them. There was rain damage to many roads. There are drunks and dopers on the roads. The roads need to be paved. Signs should be better. We need animal

control. Drainage should be better. The town should enforce codes and ordinances. The roads are dusty. There is too much development taking place too fast.

- 7. Commercial Business:** Comments were solicited from residents relative to their attitude toward development of commercial or industrial / manufacturing business that might fit into the Apple Valley town, as well as what areas of the town should they be located in. Most of those surveyed supported various kinds of commercial or industrial development, but there were some that felt that the existing commercial was adequate and that Hurricane was not too far away to conduct additional business.

Desired commercial facilities include: Grocery stores, restaurant, R.V. park, motel, camp ground, retail stores, Post Office, EMT services, auto repair, golf course, medical services, car wash, arts & crafts, airport, hardware, auto parts, church, cell phone tower, school, commercial center, service station, rentals, distribution center, covered storage, clean light industry, and none.

- 8. Location:** By a large margin, residents felt that commercial business should be located near the highway in various locations including near the current commercial businesses, near the junction with the Rockville road, and near the southern end of the town toward Hildale. Following is a summary of the comments made. Many comments were expressed by a number of different residents. Grocery stores were the most mentioned commercial request by a rather large margin.

Other locations were also indicated as follows:

Along the highway, at the Rockville road, on mountains, away from residential areas, in big fields, near the current service station, by the fire department, and out of town.

- 9. Local Services:** This section of the survey deals with the perception or experience of residents with various local services available to the town. A summary of these findings is included in the following table. If the service is considered to be excellent it would be rated with a 1. If it considered to be poor, it would be rated with a 5.

Table 5.  
**Community Services**

Ambulance / emergency medical	1=23, 2=6, 3=4, 4=2, 5=4
Drinking water service & quality	1=16, 2=10, 3=22, 4=7, 5=6
Electrical power service	1=22, 2=14, 3=19, 4=2, 5=1
Garbage collection	1=38, 2=15, 3=3, 4=1, 5=2
Law enforcement	1=13, 2=14, 3=9, 4=2, 5=4
Postal service	1=34, 2=10, 3=8, 4=2, 5=8
School transportation	1=30, 2=7, 3=4, 4=2, 5=2
Telephone service	1=16, 2=13, 3=6, 4=4, 5=21
Cell phone service	1=3, 2=0, 3=3, 4=7, 5=37

Generally speaking, residents appear to generally be satisfied with the public services that they are receiving. Two areas particularly appear to be a concern to residents. One of these services is telephone service. The main complaint registered in the survey was that it is a long-distance call to call Hurricane, or any other city in the county beyond Hurricane.

Whether or not the town can influence the phone company to change this current practice is something that could be considered.

The second area of concern was related to cell phone service. Most complaints submitted with the survey indicated that it was simply a case of not being able to use their cell phone at all in the Apple Valley area, even though there are presently two cellular towers within the town limits. One additional tower is planned to be constricted, probably this year, somewhere in the little creek mountain area. This tower could help to resolve this problem.

Some residents expressed a desire to have a post office in the town, and the lack of a local post office was probably the main reason for those who rated the service less than desirable.

**10. Recreational facilities:** The question related as to whether or not the town should consider providing recreational facilities in the town. The responses were quite varied with 33 respondents indicating yes that they would support such facilities and 23 residents expressing a negative feeling.

Many, perhaps well over half, of those saying no to recreational facilities, their comment was that now was not the time for the town to start encumbering the town for this type of facility, but at a future date, when the town was better established, that such undertakings could come as a part of long-range planning and development.

Some of the types of recreational facilities suggested are listed as follows:

A town park, children's play areas in a park, hiking trails, holiday activities in the town, a library, a place to fly model airplanes, a re-cycling center, ball fields, tennis courts, a community center, a cemetery, swimming pool, animal control officer, animal shelter, a skate park, target shooting, a short wave radio tower, educational opportunities, a community garden, better access to Gooseberry,

The facility that was most desired was a park site with a children's play area. A swimming pool was probably the next most desired item, with the balance of the suggestions being listed at least one or more times by the residents.

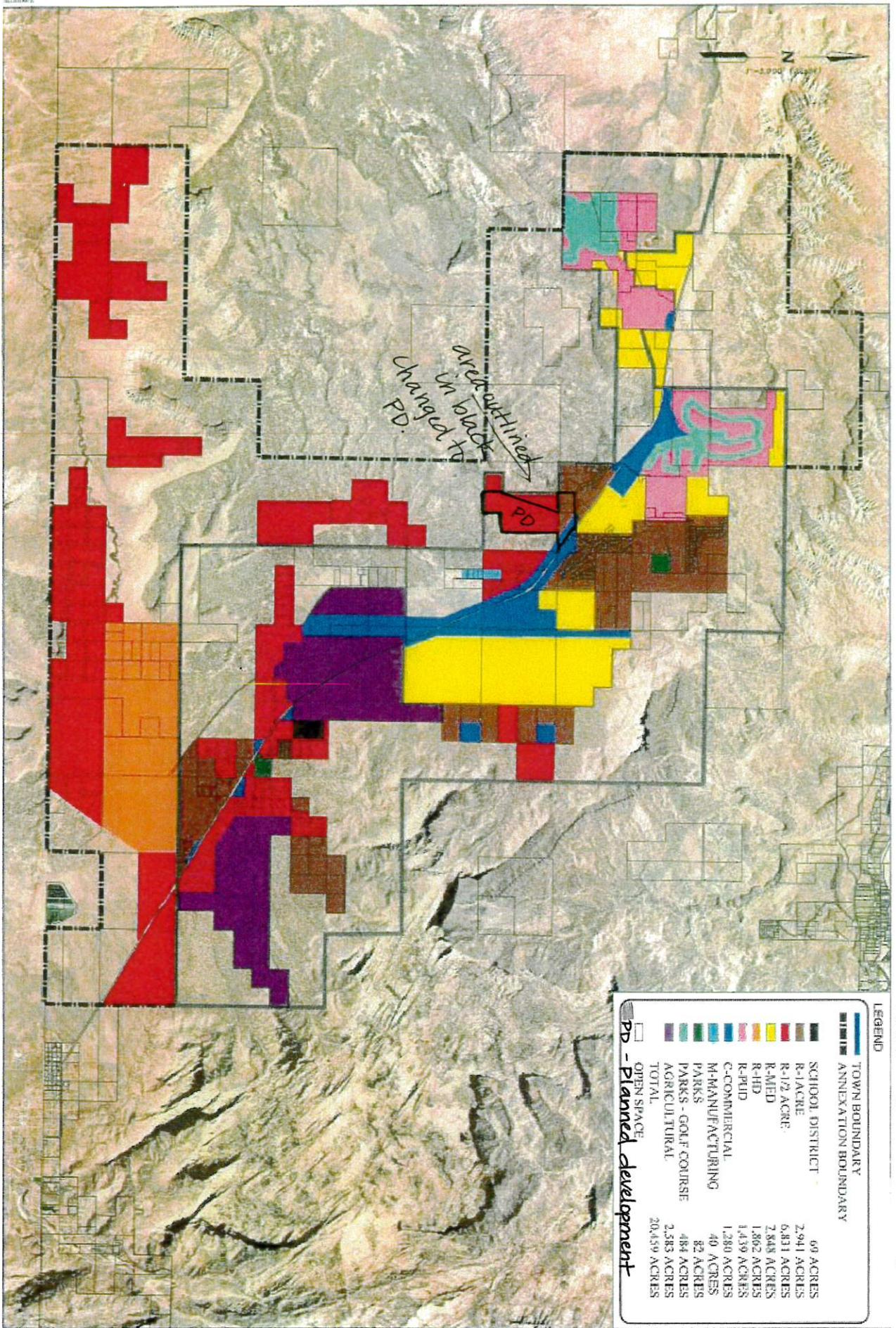
**11. Public notices:** The last question in the survey related to the best way to keep residents of the town informed as to things that are going on that they should be aware of. The following table shows the results of the survey along with some additional suggestions that were made by the residents as a part of their response.

Table 6.  
**Public Notice and Town Involvement**

Word of mouth - neighbors and friends in the town	21
Notices posted at the fire station	11
Notices posted at the store in Apple Valley	33
Notices posted at mail boxes	60

Other - List - Newspaper, phone tree, e-mail,  
water bill, flyer, Newsletter, mailings to  
residents, in mail boxes

Of the methods listed, the use method of posting at the mail boxes appears to receive the most support from residents. Some suggested the hurricane Valley paper which many appear to be subscribing to as another good alternative. Obviously, the town cannot post inside individual mail boxes because they have no access. Mailings to individuals could be good once the town has a budget to work with. The law requires that if there is no newspaper published in the town of general circulation, that the public notices be posted in at least three locations within the town. This appears to be possible with the three specific locations identified, even though most seem to prefer the mail boxes posting as the most readily accessible



Add PD-Planned development